APPENDIX I.

(*Vide* Para 4.)

WHO IS WHO

(of the Chairman and Members of the Committee.)

CHAIRMAN.

Rajamantradhurina SIR ALBION RAJKUMAR BANERJI, C.S.I., C.I.E.

Entered the Indian Civil Service in 1895; Dewan to His Highness the Maharaja of Cochin, 1907-14; awarded C.I.E., 1911; services placed at the disposal of the Government of India Foreign Department, for employment as Senior Member of the Executive Council of His Highness the Maharaja of Mysore, March 1916; officiated as Dewan of Mysore, 1919; awarded C.S.I., 1921; Dewan of Mysore, 1922-26; awarded First Class Title *Rajamantradhurina* with Khillat by His Highness the Maharaja of Mysore in open Durbar, October 1923; Knighted, 1925; Foreign and Political Minister to the Government of Jammu and Kashmir, 1927-29; author of 'The Indian Tangle', 'An Indian Path-finder', 'The Rhythm of Living' and 'What is Wrong with India?' etc.

Address :—9, Crescent Road, High Grounds, Bangalore.

MEMBERS.

1. MR. G. SUNDARA RAO, B.A.

   Entered the Mysore Civil Service, 25th January 1918; Private Secretary to the Dewan, 1923-26; promoted as Deputy Commissioner, May 1938; Deputy Commissioner, Kolar, Secretary to Government Public Works, Railway and Electrical Departments and Deputy Commissioner, Shimoga, 1938-44; Director of Food Supplies in Mysore since 12th November 1944.

2. MR. N. S. HIRANNAYYA, M.A.

   Entered the Mysore Civil Service, 27th February 1928; Sub-Division Officer, Tarikere, 1931-33; Assistant Secretary to Government, Railway Department, 1935-38; promoted as Deputy Commissioner, 5th April 1942; Deputy Commissioner, Hassan, 1942-44; Education Secretary to Government since 20th April 1944.

3. MR. D. S. MALLAPPA, M.L.C., Merchant, Land-lord and Banker, Tiptur.

   Member, Tiptur Municipal Council for over 15 years; Member, Tumkur District Board, since 1930 and President, 1930-33; Chairman, Tumkur School Board, 1930; Director, The Bank of Mysore, Ltd., since 1928; Elected Member, Representative Assembly, for 19 years from 1918; Elected Member, Mysore Legislative Council, since 1923; Member of the Finance and

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Taxation Committee, Public Accounts Committee, Board of Industries and Commerce, Mysore Chamber of Commerce, etc.; First President of the Mysore People's Party; author of the Bill for Suppression of Immoral Traffic in Mysore State.

Address :—*Tiptur.*

4. MR. BHOOPALAM R. CHANDRASEKHARAYYA, B.A., M.R.A., Land-Lord and Merchant, Shimoga.

Member of the Representative Assembly for the last eight years; Vice-President of the Mysore State Hindu Mahasabha; Member, Central Food Advisory Council; Member, Industrial Policy Committee and Co-ordination and Finance Committee of the Economic Conference; Managing Director of the Mysore Agricultural and Allied Industries.

Address :—*Shimoga.*

5. MR. A. J. KHALEEL, B.A., LL.B., Advocate, Bangalore.

Entered the Bar, 1922; Journalist; Member of the Representative Assembly, 1936-40 and again since 1945; Member since inception of the All Mysore State Muslim League and at present its General Secretary; Secretary, Darul—Ishayath; Member, Public Health Committee and Cottage Industries Committee; Assistant Secretary of the Central Muslim Association; President, Muslim Hostel.

Address :—*30/1, Muslim Hall Road, Bangalore City.*

6. *Lokasevasakta* MR. L. VEMA REDDI, M.R.A., Land-lord, Malur.

Member of the Representative Assembly, 1919-41 and again since 1945; formerly President, Malur Town Municipal Council and President and Vice-President, Kolar District Board; awarded the Title of *Lokasevasakta*, 2nd October 1941, for over 45 years of public service.

Address :—*Malur.*

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APPENDIX II-A.

(*Vide* Para 10.)

Extract of the speech delivered by the then Dewan-President (Chairman of this Committee) at the Birthday Session of the Representative Assembly in 1922 on the subject of the Prevention of Bribery in certain departments.

"It is the duty of every Government to maintain purity of the service as well as to prevent corruption, and all I can tell this Assembly is that we shall try our best to do our duty in both these respects.

"The question of amending the Penal Code as a measure to prevent corruption is not feasible at all. There are many practical difficulties in regard to the prevention of corruption. The chief difficulty according to my experience is that we cannot always get proper evidence against a subordinate official whose reputation is bad, which is of a sufficiently conclusive character for punishment, as people do not come forward. If there is corruption in a village, or in a taluk, or in a district, Government expect that there should be sufficient public opinion, feeling, and courage to expose that corruption. I give you my word that if people come forward and convince the Government of corruption in the case of any official, *he shall go out of office.*

"On the other hand, there are grave dangers. An officer may be very strict, just and impartial. He may fearlessly do his duty to the people and also to Government. He may create enemies even by the perfect discharge of his duties. Anonymous petitions may be sent and an unholy intrigue may be set up against him. If the Government does not protect such officers, the whole service will become demoralised.

"These are the two important considerations. Where there is corruption, it must be suppressed. Where there is an unholy agitation against a public servant, he must be protected. We shall do both.

"I might also mention my experience in this connection. While in British service, I had to deal with cases of this kind. If certain cases come to the notice of Government, they may notify pardon to those people who will come forward to give concrete evidence to prove corruption. People who are parties to the corruption are as much guilty in the eyes of the Law, as the person who takes the bribe. There is naturally hesitation and fear, and they will write anonymous petitions. I have myself conducted certain cases and made enquiries in British India against corrupt officials, by giving pardon with the permission of Government; and there was no prosecution against such witnesses. But that is only a half measure. I can only say that the prevention of corruption can be effectively done only with the co-operation of the people."

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APPENDIX II-B.

(*Vide* Para 11.)

Extract of the speech delivered by the then Dewan-President (Chairman of this Committee) on 13th December 1924 at the meeting of the Legislative Council in reply to a resolution *re* the constitution of a Committee to enquire into cases of corruption in the services.

"That is the declaration of policy which I made to the Representative Assembly. The resolution, I daresay, is brought before this Council with very good intentions on the part of the mover. But it is, to my mind, opposed to all principles of sound administration. In the first place, I must at once disabuse the mind of the members of this House as well as of those who read the proceedings of this House outside, of any general impression that the Mysore State Public Service is contaminated largely with the disease of corruption. During my 30 years of experience as public servant, I have been to many places, served in many appointments, come in contact with various administrations and various classes of officers, and I cannot say that any drastic measure is needed in the Mysore State to root out corruption. In fact, my experience in recent years of Mysore Administration is that it is very much better than the Administration in many British Provinces. Of course, corruption there must be. Is there no corruption in European countries? Is there no corruption even in the highest quarters of the most civilized Administrations of the West and why make this question for discussion in this House in the form of this motion with a view to create an absolutely false impression outside that the Mysore Administration is not as pure as you wish it to be? As I stated while interrupting the Member who moved the resolution, his reference to the report of the Committee appointed in the Punjab does not support the motion at all either in principle or on any other ground. The idea of associating non-official members, whether they are members of this Council or of the Assembly, is totally impracticable and from an administrative point of view thoroughly unsound. Public servants are, no doubt, the servants of the public in a general sense, but they must be wholly and undividedly responsible to their employer, *i.e.*, Government, so far as their official discipline is concerned. Well, now, if it is stated that this organization should enquire into all cases of corruption in the various departments of Government, I would like to ask when does a case become a case. Is it merely a complaint in the form of an anonymous petition received by Government or cases in respect of which Government deem fit after inquiry to frame charges and order investigation? Cases, I take the member to mean, must be brought to the notice of Government by individuals who are prepared to come forward and sign their names to any paper on which a definite complaint is made. What is the meaning of the words 'all cases'? The member has not enlightened the House on this point. Instances of corruption must be specific, must be definite and must relate to some particular transaction in which an officer or official has been corrupt. General cases of corruption cannot be inquired into naturally and the inquiry into all cases of corruption in the various departments of Government is, I think, a very very tall order, thoroughly impracticable, thoroughly unsound and such an arrangement cannot possibly be agreed to by any same Administration. I have already mentioned in this House the principle. It is not necessary for me to emphasize it again, *viz.*, the misconduct of public servants

is a matter which should be left entirely to Government to deal with. It is the Government that should enquire into his conduct and punish him if he deserves any punishment. Non-official participation in matters of discipline in regard to public service of any administration would be a thoroughly unsound policy. The whole Administration would become demoralized and the efficiency of the Administration will also suffer. This resolution practically implies that the Government in the past have shown incompetence or inability to deal with cases of corruption when they came to their notice. Well, I challenge the public opinion of the Mysore State or any individual member of both the Houses to bring to the notice of Government a single case of corruption against any public servant which they are aware of and which the Government have not or in respect of which they declined to make any enquiry or investigation. It is not for me to place on the table of this House a list of officers and officials of various grades against whom disciplinary measure for dishonesty or corruption has been taken during the past several years. I don't think it would be right on the part of any Administration to wash their dirty linen, whether they be few or whether they be numerous, in public. But I have stated before this House what my impression is about the extent of corruption in the Mysore State. The orders of Government in regard to corruption are many. The majority of them are confidential. They are based on the ordinary standing instructions relating to conduct of public servants, relating to inquiries to be made against them when there is any allegation of corruption and those orders relating to procedure have been formulated on two considerations, *viz.*, (1) that the officer must be given the fullest opportunity of explaining himself knowing the facts that are alleged against him, giving him the fullest chance for vindicating his character, and (2) that the inquiry must be held promptly and effectively by the superior officer entrusted with that inquiry and he (the latter) is directed to collect all the evidence that is forthcoming in a legitimate manner and to see that the complaint is properly investigated, giving even assurances of pardon to bribe-givers, if necessary.

"In regard to this matter, very soon after I assumed charge, I issued a very important personal Circular Letter to all the Deputy Commissioners of the Districts drawing their attention to the necessity of prompt inquiry, impartial and strict investigation into all cases of corruption that may come to their notice in various ways against the subordinates of the district. That letter has had very good effect and this House may take it from me that even within the last between two or three years, cases of misconduct on the part of subordinate officials of the Mysore State, so far as complaints and allegations of corruption are concerned, have gone down to a very considerable extent, due partly to vigilance and partly to severe disciplinary measures having been taken. I do not see any justification for a resolution like this to go forward or to be accepted by this House, both on the ground of principle as well as questions of fact. There is no necessity whatever to take any such measure or establish any such organization as suggested in the resolution. I would ask the general public and the representatives of the people who sit here to leave the matter to the judgment and good sense and discretion of Government who are doing everything in their power to stamp out corruption wherever it exists in all the departments of the State.

APPENDIX III.

(*Vide* Para 23).

Questionnaire issued by the Committee.

1. Describe the several kinds of bribery that to your knowledge are prevalent or on the increase in the shape of Mamool, percentages on Bills, payments of money or in kind such as supplies, etc., and mention the departments of Administration or class or grades of Government Servants amongst whom the practice prevails.

2. Do you think that bribery and corruption have increased in the State to such an extent that further steps are necessary in addition to the Rules and Orders already in force?

3. Do you think that the present position is due for the most part to war conditions and the introduction of control operations of various kinds? If so, state the *modus operandi* in the different forms of bribery practised.

4. Are touts or agents employed for the purpose of giving and taking bribes? If so, mention the nature of the transactions to which they relate.

5. What are the reasons other than those covered by question 3 to suppose that there is increase in the practice of bribery and corruption which cannot be eradicated by Rules and Orders already in force?

6. Turning to the remedial measures in addition to those already provided for, what do you think should be the nature of those measures, whether they fall under administrative or statutory provisions or both? Should the temporary departments be specifically dealt with?

7. Do you think the strict enforcement of the existing rules regarding surprise inspections, close vigilance and frequent contact with and accessibility to the public on the part of superior officers will help to put down the evil? If not, can you suggest additional rules or measures?

8. In particular, do you think it is necessary to have a special machinery or agency for the detection of corrupt practices?

9. If the answer to the above question is in the affirmative, mention the general outline of your scheme and also if you consider a Special Tribunal for the trial of offenders necessary.

10. In the alternative, do you think that an Efficiency Audit staff under each Head of Department and each Deputy Commissioner would be desirable or would you prefer a centralized staff directly under the Head of the Administration with a suitable establishment and invested with definite functions and powers?

11. If the answer to the latter part of the above question is in the affirmative, would you recommend any special powers such as those enumerated below:—

(i) power to call for particulars of debts and liabilities;

(ii) power to call for statement of property and other assets owned by the officers concerned and also by their wives, children and near relatives;

(iii) power to call for information relating to the above from Government offices, Banks, Societies, Insurance other Companies, private money-lenders, etc.; and

(iv) power of search and seizure in respect of property suspected to have been acquired by unlawful means.

12. Apart from the administrative measures that are in force or that may be introduced newly, do you think that any special statutory provisions or amendments to the existing law such as the Indian Penal Code, the Criminal Procedure Code, etc., are necessary? If so, mention the measures or amendments that you recommend.

13. What are the most effective methods of mobilising public opinion against the evil of corruption? Do you recommend the formation of District Anti-corruption or Vigilance Committees composed of non-officials as a possible solution?

14. Is it necessary in your opinion to give any special protection to informants including those who may be bribe-givers and if so, what form should it take?

15. Have you any other constructive suggestions to offer?

16. Are you prepared to tender evidence before the Committee to elucidate points arising from your answers to the above questions, if you were invited to do so at Bangalore or at your District Headquarters?

APPENDIX IV.

(*Vide* Para 24).

Statement indicating the response from various quarters to the Questionnaire.

Persons or Institutions addressed.	*Number addressed.*	*Number replying.*
Representative Assembly Members	310	61
Legislative Council Members ...	50	17
Officers ...	59	43
Municipalities ...	19	4
Bar Associations ...	22	5
Merchants' Associations ...	23	2
Editors ...	20	1
District Boards ...	9	1
Others ...	42	15
Total ...	554	149

APPENDIX IV-A.

(*Vide* Para 24).

List of Replies to the Questionnaire.

(*In order of receipt*).

MEMBERS OF THE REPRESENTATIVE ASSEMBLY

1. *Lokasevasakta* Mr. L. Vema Reddy.
2. Mr. S. Sivappa, B.Sc.
3. ,, C. Nanjundaswamy
4. ,, K. Ranganna
5. ,, S. M. Munivenkatappa, M.A.
6. ,, Gowda Mahadevappa
7. ,, C. Krishnamurthy Rao, B.A., LL.B.
8. ,, S. K. Sidde Gowda
9. ,, Puttamallappa
10. ,, B. Nagappa
11. ,, A. N. Rama Rao, B.A., B.L.
12. ,, S. A. Thomas
13. ,, S. Ramappa
14. ,, B. V. Siddalingappa
15. ,, S. C. Malliah
16. ,, K. Nagabhushana Bhatta.
17. ,, N. C. Cheluviah
18. ,, Eregowda
19. ,, K. Nanjunda Rao
20. Dr. K. Rambhatt
21. Mr. B. Chinnobiah
22. ,, Ramiah
23. Mrs. B. L. Subbamma
24. Mr. H. M. Munimadegowda
25. ,, C. Abdul Rahim
26. ,, K. Rame Gowda
27. Mrs. Meenakshamma
28. Mr. H. K. Madiah
29. ,, T. Chamiah, B.Sc.
30. ,, Chikkegowda *alias* Thammiah.
31. ,, L. C. Manacharya
32. Mr. B. Maheswarappa
33. ,, S. V. Chikke Urs
34. ,, H. Siddaveerappa, B.A., LL.B.
35. ,, Jatre Naik
36. ,, D. Govind Das
37. ,, C. T. Hanumanthaiah
38. ,, Abdul Basith Khan
39. ,, A. K. Thippaiah
40. ,, D'Souza
41. ,, K. C. Kari Gowda
42. ,, N. Srinivasa Murthy
43. Mrs. M. Ratnamma Madhava Rao.
44. Mr. B. Hutche Gowda
45. ,, Bette Gowda
46. ,, M. V. Rama Rao, B.A., LL.B.
47. ,, Hullur Srinivasa Jois
48. ,, A. G. Ramiah Reddi
49. ,, Mulka Govinda Reddy
50. ,, G. K. Ramachandra Iyer.
51. ,, R. Devarakondappa
52. ,, Suryanarayana Jois
53. ,, D. H. Chandrasekhariah, B.A., LL.B.
54. ,, B. K. Shadaksharappa
55. ,, C. Adi Narayana Setty
56. ,, G. Narayana Gowda, B.A.
57. ,, B. G. Chikkasiddappa
58. ,, G. S. Deva Das
59. ,, Nanjappa
60. ,, P. Sita Ramiah
61. Srimathi G. Hanumakka

MEMBERS OF THE LEGISLATIVE COUNCIL.

1. Mr. A. F. Baker
2. *Rajasabhabhushana* Lt. Col. W. L. Crawford, C.B.E., D.S.O.
3. Mr. K. M. Krishnappa Gowda

4. Mr. H. M. Channabasappa, B.Sc.
5. „ K. Lakkappa
6. Mrs. Lakshamma, M.A.
7. Mr. T. Hanumiah
8. Dr. Mrs. M. Ratnamma Isaac
9. *Rajadharmapravina Diwan Bahadur* P. Mahadeviah, B.A., B.L.
10. Mr. T. Mariappa
11. „ Ramiah
12. *Rajadharmaprasakta* Mr. C. Subramanya Iyer, B.A., B.L.
13. Mr. Kadidal Manjappa, B.A., LL.B.
14. „ M. C. Linge Gowda
15. *Mushir-ul-Mulk* J. Mahomed Imam, B.A., B.L.
16. Mr. T. Madiah Gowda
17. „ H. M. Gangadhariah

OFFICERS.

1. Director, Sandalwood Oil Factory
2. Secretary, Board of Management, Mysore Iron and Steel Works.
3. Director, Geological Department
4. Registrar of Joint-Stock Companies
5. Superintendent of Insurance
6. Commissioner of Income-Tax
7. Inspector-General of Registration
8. Chief Commandant, Mysore State Troops
9. Excise Commissioner
10. Director of Public Instruction
11. Commissioner of Stamps
12. Superintendent, Government Printing
13. Chief Inspector of Mines
14. Secretary, Insurance Department
15. Chief Electrical Engineer
16. Advocate-General
17. Deputy Commissioner, Kadur District
18. Deputy Commissioner, Kolar District
19. Deputy Commissioner, Chitaldrug District
20. Deputy Commissioner, Tumkur District
21. President, City Municipal Council, Mysore
22. Senior Surgeon
23. Chief Medical Officer, Women's Hospitals
24. Director of Industries and Commerce
25. Government Meteorologist
26. Superintendent, Veterinary Services and Animal Husbandry
27. Deputy Commissioner, Mandya District
28. Municipal Commissioner, Bangalore
29. Registrar, University of Mysore
30. Inspector-General of Police
31. Director of Agriculture
32. Controller of Civil Supplies
33. Deputy Commissioner, Mysore District
34. Deputy Commissioner, Hassan District
35. Chief Conservator of Forests

36. Deputy Commissioner, Bangalore District
37. Deputy Commissioner, Shimoga District
38. Superintendent of Land Records, Survey and Settlement
39. Chief Engineer, Roads and Buildings
40. Chief Engineer, Irrigation
41. Comptroller to Government of Mysore
42. Revenue Commissioner
43. General Manager, Mysore State Railway

PRESIDENTS OF DISTRICT BOARDS AND MUNICIPALITIES

1. The President, Town Municipal Council, Shimoga
2. The President, Town Municipal Council, Hoskote
3. The President, Town Municipal Council, Chickmagalur
4. The President, Town Municipal Council, Bhadravati
5. The President, District Board, Kolar

BAR ASSOCIATIONS.

1. Secretary, Law Association, Chickmagalur
2. President, Law Association, Mandya
3. Secretary, Law Association, Davangere
4. Secretary, Law Association, Bangalore
5. Secretary, Law Association, Tumkur

MERCHANTS' ASSOCIATIONS.

1. The Bangalore Trades Association
2. Secretary, Mysore Chamber of Commerce

EDITORS.

1. Editor, Sanmargadarshaka Patrika

OTHERS.

Messrs.—

1. Padmanabhaiah
2. G. Muddappa, B.A., B.L.
3. K. Sampangiramiah
4. N. S. Girimaji
5. K. Rangaiengar
6. L. S. Raju, M.A. (Hons.), B.L.
7. Bagamane Devegowda
8. S. K. Narasimiah
9. *Rao Bahadur* K. Gundu Rao
10. P. Venkatasubbiah
11. M. Ramachandra Rao Scindia
12. Nilgiri G. Sanjeeviah
13. K. V. Kumaraswamy
14. Dr. B. K. Narayana Rao, M.B.(M.) M.R.C.S.(Eng.). D.O.(Oxon.).
15. G. Shankara Setty

APPENDIX V.

(*Vide* Para 32).

Extracts from Government Servants Conduct Rules.

Gifts.—Save as otherwise provided in this rule, a Government servant shall not, without the previous sanction of Government, directly or indirectly, accept either on his own behalf or on behalf of any other person or permit any member of his family to accept any gift, gratuity or reward or any offer of gift, gratuity or reward from any person with whom he may have to deal in his official capacity. Rule 2.

A Government servant may accept a complimentary present of flowers or fruits or similar articles of trifling value. But the practice of giving presents of even trifling value should be discouraged. Rule 3.

A Government servant shall not, save with the previous sanction of Government, receive any silver key, trowel, etc., however small in value they may be, presented on certain ceremonial occasions, such as the laying of a foundation stone or the opening of a public building. In all such cases, the silver key, trowel, etc., should be returned to the institution to which they belong, as their retention by the officers concerned is against the spirit of the rule. The instructions of Government should be taken in any case in which the mode of disposing of an article is not clear. Rule 4.

Nothing in this rule shall be deemed to apply to the Dewan, a Minister of the Council or a Judge of the High Court.

When a gift of substantial value cannot be refused without giving offence, it must be delivered up to Government and to this rule no exception whatsoever is permissible save with the express sanction of Government, which will only be given under very special circumstances. Rule 5.

A Government servant may not accept any present on the occasion of a marriage or any similar occurrence taking place in his house, except from his own relatives. Rule 6.

Subject to the departmental rules governing the question, a Medical Officer may accept any gift, gratuity or reward offered in good faith by any person or body of persons in recognition of his professional services. Rule 7.

Public demonstrations in honour of Government servants.—A Government servant shall not, except with the previous sanction of Government, (*a*) receive any complimentary or valedictory address, accept any testimonial, or attend any public meeting or entertainment held in his honour; or (*b*) take part in the presentation of a complimentary or valedictory address or of a testimonial to any Government servant or to any person who has recently quitted the service of Government or attend a public meeting or entertainment held in honour of such other Government servant or person. Rule 8.

N.B.—This rule does not apply to the Dewan.

A Government servant may, at the request of any public body, sit for a portrait, bust or statue not intended for presentation to him. Rule 9.

* * *

A Government servant may attend a farewell entertainment of a substantially private and informal character held as a mark of regard Rule 11.

to himself or to some other Government servant or to a person who has recently quitted the service of Government, on the occasion of the retirement from the service, or the departure from a district or station, of himself or such other Government servant or person. Before accepting or taking part in such an entertainment, a Government servant should satisfy himself that it is of a strictly private nature.

3013-67—G. M. 54-40-1, dated 15th October 1940.

Heads of Departments and Deputy Commissioners of Districts should see that the rules 8 to 11 *supra* are strictly observed and that the practice of getting up indiscriminate semi-social entertainments for officers at tea parties, etc., is discouraged as far as possible.

* * * *

Rule 13.

Lending and borrowing.—A Gazetted Officer or any other Government servant receiving a salary of Rs. 100 and above may not lend money to any person possessing land within the local limits of his authority, nor may he, except in the ordinary course of business with a Joint-Stock Bank or a firm of standing, borrow money from, or otherwise place himself under a pecuniary obligation to, any person subject to his official authority, or residing, possessing land, or carrying on business within the local limits of such authority.

Rule 14.

When a Government servant is appointed or transferred to a post of such a nature that a person from whom he has borrowed money or to whom he has otherwise placed himself under a pecuniary obligation will be subject to his official authority, or will reside, possess immovable property to carry on business within the local limits of such authority, he shall forthwith report the circumstances to the Government and shall, thereafter, act in accordance with such orders as may be passed by Government.

Rule 15.

The above rule applies also to officers drawing a pay of less than Rs. 100 a month, but in case of these, it may be relaxed in exceptional cases at the discretion of the head of their office. The report from such officers should be made to the heads of their offices.

Rule 16.

Holding or acquiring immovable property.—Government servants may continue to hold any immovable property held by them at the time of their entry into service and may thereafter acquire any immovable property by succession, inheritance or bequest or with the previous sanction of Government or such Heads of Departments as may be specially empowered by Government in this behalf, by purchase or gift.

Rule 17.

They will, however, be liable to be debarred from employment within the district or other local limits within which such immovable property is situated.

Rule 18.

Any Government servant may hold or acquire immovable property in good faith for the purpose of residence.

Rule 19.

The purchase of lands at public sales by Revenue and Judicial Officers will be subject to the provisions in the Land Revenue Code, and the Civil Procedure Code, respectively.

The grant of Government lands for an upset price to Gazetted Officers of Government, except under the special orders of Government, is strictly prohibited.

* * * *

Rule 21.

Control over immovable property held or acquired by Government servants.—Government servants holding or possessing lands must not

under any circumstances, take a direct part in the cultivation of such lands.

Every Government servant or candidate for Government service must make to the Government, through the usual channel, a declaration of all immovable property in Mysore, which may, from time to time, be held or acquired by him or held and managed by his wife or by any member of his family living with, or in any way dependent upon him. Rule 22.

Such declaration should state the district within which the property is situated and should give such further information as the Government may, by general or special order, require.

The Deputy Commissioners and the Heads of Departments are requested to keep a register of all lands held by themselves and their subordinates in the form prescribed. Rule 23.

Investments.—(1) No Government servant shall speculate in investments. For the purposes of this sub-rule, the habitual purchase and sale of securities of notoriously fluctuating value shall be deemed to be speculation in investments. Rule 24.

(2) No Government servant shall make any investment other than an investment in immovable property permitted by Rule 18 which is likely to embarrass or influence him in the discharge of his official duties.

(3) If any question arises whether a security or an investment is of the nature referred to in sub-rule (1) or sub-rule (2) respectively, the decision of Government thereon shall be final.

* * * * *

Private trade or employment.—No Government servant shall, except with the previous sanction of the head of his office or department, engage in any trade or undertake any employment or work, other than his official duties: Rule 29.

Provided that a Government servant may, without such sanction, undertake honorary work of a social or charitable nature or occasional work of a literary or artistic character, subject to the condition that his official duties do not thereby suffer; but he shall not undertake, or shall discontinue, such work if so directed by the head of the office or department.

* * * * *

Government servants are prohibited under pain of dismissal from being pecuniarily interested in a Government contract from standing security for a contractor or acting as his agent or assistant in any way. Rule 30.

A Government servant shall not have any interest, either in his own name or in that of others, in arrack and toddy shops, wholesale or retail. Rule 31.

Insolvency and habitual indebtedness.—A Government servant shall avoid habitual indebtedness. If a Government servant is adjudged or declared insolvent, or if the whole of that portion of his salary which is liable to attachment is frequently attached for debt, has been continuously so attached for a period of two years, or is attached for a sum which, in ordinary circumstances, he could not repay within a period of two years, he should be presumed to have contravened this rule. But he need not be so deemed if he proves Rule 32.

that the insolvency or indebtedness is the result of circumstances which, with the exercise of ordinary diligence, he could not have foreseen or over which he had no control and has not proceeded from extravagant or dissipated habits. A Government servant who applies to be or is adjudged or declared insolvent shall forthwith report his insolvency to the head of the office or department in which he is employed.

G.O. No. 871-925—G. M. 21-40-1 dated 31st July 1940.

N.B.— The above rule provides for departmental notice being taken after action has already been taken by a court of law. But, in order to prevent, if possible, the matter reaching this extreme stage, it is necessary that the heads of offices and other Government institutions should keep a sympathetic watch on their subordinates. If any tendency on the part of these officials, especially those occupying positions of trust and responsibility, to live beyond their means or contract debts comes to notice, the heads of offices and institutions should take timely action by advice and also by warning or other disciplinary action, if necessary, to prevent such Government servants from getting into more serious difficulties.

APPENDIX VI.

(*Vide* Para 34).

Extracts of Confidential Circulars *re* Suppression of Corruption.

(i)

D. O. No. 110—117, Confidential, Bangalore, dated the 8th November 1922, from the then Dewan (Chairman of this Committee) to the Deputy Commissioners of Districts.

I haye been receiving several complaints, some anonymous, some pseudonymous, some authentic, from the districts alleging corruption on the part of subordinate officers of the districts in almost all the departments. The public impression also is that there is a good deal of corruption in the district administration. It does not appear that the supervising authorities are exercising sufficient check over their subordinates in the discharge of their duties. Nor does it appear that subordinates are handed over for punishment or dealt with when they are within the jurisdiction of the district officers concerned. It is essential, therefore, that the responsibilities of the superior officers in the district administration should be effectively discharged by them. I am accordingly drawing your personal attention to this important matter. I am keeping a list of cases in which complaints are being received from your district, and I now request that you will take suitable measures to see that all kinds of oppression and misconduct on the part of subordinate officers of the Revenue, Police, Registration and Excise Departments are duly and promptly inquired into. It is the duty of the Deputy Commissioner, whenever he receives a petition containing definite allegations against a subordinate, not to hand it over to his subordinates in the office treating it as routine but to go to the spot and make personal enquiries. Government regret to note that no initiative in the matter is noticeable on the part of Deputy Commissioners and all inquiries have to be ordered from the top. I believe that the Deputy Commissioners receive petitions themselves—which are copies of those sent to Government and it is their duty to verify all allegations which are of a definite character and take immediate action on the spot. If the officers are outside your jurisdiction, it is your duty to submit the case, with the necessary evidence and explanation of the subordinates concerned, to Government for orders. I request that you will bear these instructions in mind. Any complaint regarding misconduct of subordinates in the districts in respect of which an inquiry has to be initiated by Government will, according to the instructions now issued, go against the Deputy Commissioners themselves, because Deputy Commissioners as agents of Government and as the chief supervising authorities in the district administration are expected to be in close personal touch with all that is going on in their districts. I request also that you will keep a confidential note-book in your personal custody, giving a list of all the officers in your district over whom you have got supervision and control, and while you inspect their work either in the ordinary course or through surprise visits you should note in an appropriate column, your views

regarding the character and conduct of the officer concerned. It is a matter for regret that Government receive so many complaints against the subordinates in the district administration which really and legitimately should be inquired into by the Deputy Commissioners in the first instance. The only legitimate inference that can be drawn from the situation is that Deputy Commissioners are not inclined to take effective disciplinary action against their subordinates. I am to add that Government will give you every moral support in all the endeavours that you may make to check corruption, and I hope that substantial improvement wil be noticeable in the district administration within the next few months.

Your attention is invited to the Standing Orders of Government regarding the manner in which inquiries instituted on complaints received against officers should be conducted. These orders should be carefully adhered to in every case, definite charges should be framed and explanations obtained so that when a case is sent up, no further reference from Government will be necessary.

(ii)

D. O. Letter (Strictly Confidential) No. 2152-2202—C. B. 123-38-1, Bangalore, dated the 3rd January 1939, from the Chief Secretary to Government.

Reports of corruption among some of our subordinate officials, even in the Gazetted ranks, are reaching Government from time to time. While due notice is taken in cases where specific complaints are made, it is obviously not possible to take action on allegations of a vague character not capable of verification. Considerable improvement in regard to the maintenance of the purity of the service can, however, be effected if the higher officers exercise greater vigilance and make themselves more freely accessible to the public. The latter is the easiest and the most effective way of minimising the evil referred to.

Government regret to note that some of the higher officers are lacking in a due sense of their duty, are not sufficiently painstaking and do not take adequate interest in their work. Government will be glad if strenuous efforts are made to improve themselves in these respects, and if every officer co-operates in maintaining a high standard of efficiency. This is a duty which every servant of Government owes to himself as well as to the State.

(iii)

Confidential Letter No. G. 2937—45 G. M. 35-41-24, Bangalore, dated the 31st August 1942, from the Secretary to Government, Public Works, Railway and Electrical Departments, to the Deputy Commissioners of Districts.

I am directed to invite reference to the confidential D. O. No. M. 110—117 dated the 8th November 1922 of Dewan *Rajamantradhurina* Sir Albion Rajkumar Banerji (copy enclosed for ready reference), drawing your personal attention to the public impression about the existence of corruption in the district administration and issuing certain instructions in the matter of exercising sufficient check over the subordinates in the discharge of their duties.

2. I am to observe that it is being urged on the attention of Government that there is room to suspect that corruption, oppression and misconduct prevail to some extent in the several departments of Government, leading to the inference that the instructions in the D. O. referred to are not being strictly enforced in the spirit in which they were issued. I am therefore to request you to pay personal and continuous attention to the instructions, particularly in the Excise and the Registration Departments, where greater vigilance by way of surprise inspections seems to be necessary. Government expect that earnest endeavours would be made to check corruption and that there will be substantial improvement noticeable in this respect before long.

(iv)

Confidential Letter No. G. 3103-43—G. M. 35-41-25, Bangalore, dated the 1st September 1942, from the Secretary to Government, Public Works, Railway and Electrical Departments, to the Heads of Departments.

It is seen from the replies received with reference to the Circular letter No. G. 12316-64—G. M. 35-41-19, dated 21st May 1942, regarding the strict observance of the rules for the conduct of Government servants and the maintenance of the registers referred to in Appendices A and B thereof, that the said registers are not maintained in all the offices according to rules. I am, therefore, to request you to take necessary action to get full particulars of your subordinates and to maintain the registers up-to-date and complete. It is necessary to see that any omission on the part of your subordinates to furnish full particulars in the matter is seriously dealt with.

I am also to request you to pay personal attention in the matter of putting down any practice of corruption prevailing in your department. Particularly in the Excise and Registration Departments, greater vigilance by way of surprise inspections is necessary. Government expect that earnest endeavours would be made to check corruption and that there will be substantial improvement noticeable in this respect before long.

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(v)

Circular No. G. 519-588—G. M. 96-43-1, dated Bangalore, the 23rd December 1943, from the Additional Secretary to the Government of His Highness the Maharaja of Mysore, to the Secretaries to Government, the Heads of Departments, and the Deputy Commissioners of Districts.

I am directed to invite your kind reference to the marginally noted Confidential Circulars (copies enclosed) in the matter of putting down corruption and to request you to issue necessary instructions to your subordinate officers to be vigilant in their supervision, to conduct surprise inspections whenever necessary, to make confidential enquiries as to the conduct of the officials working under them and to take stringent action when satisfactory proof of any malpractice including corruption is forthcoming.

1. D. O. No. M. 110-117, dated 8th November 1922 of the Dewan.
2. D. O. No. 2152-2202—C. B. 123-38-1, dated 3rd January 1939 of the Chief Secretary to Government.
3. Nos. G. 2937-45—G. M. 35-41-24, dated 31st August 1942 and G. 3103-43—G. M. 35-41-25, dated 1st September 1942 of the Secretary to Government, Public Works, Railway and Electrical Departments.

I am also to invite your kind attention to Chapter X of the Manual of General Circulars and Standing Orders, Part I (Revised Edition of 1942) regarding the manner in which inquiries instituted on complaints received against Government servants are to be conducted and to request that they may be strictly adhered to in every case.

APPENDIX VII.

(*Vide* Para 78).

Tabular statement of the number of cases of corruption dealt with during the last three years.

Department or Officer	No. of cases (persons involved)	Dismissed	Retired	Suspended	Reduced	Fined	Warned	Transferred	Exonerated		Otherwise dealt with	Not specified	Under enquiry
									Dept.	Court			
Revenue	4 (6)	1	1	...	...	...	...	...	3	...	...	1	...
Excise	1 (1)	...	...	...	...	...	...	...	1	...	...	...	...
Registration	13 (17)	...	...	...	...	1	2	4	9	...	...	...	1
Police	62 (89)	27	...	23	19	...	5	...	2	9	...	...	4
Medical	2 (3)	...	...	...	1	...	2	...	...	...	...	...	...
Agriculture	4 (4)	2	...	1	...	...	...	1	...	...	...	...	...
Survey	1 (4)	...	...	...	...	...	...	...	...	...	...	...	4
Public Service Commissioner ...	1 (1)	...	...	...	...	...	...	1	...	...	...	...	...
Municipality, Bangalore ...	7 (10)	...	...	4	3	2	...	1	...	...	...	...	...
Do Mysore	3 (5)	...	...	3	1	1	...	...	...	...	...	...	...
Rationing Offices	6 (7)	...	...	...	...	...	...	1	6	...	...	...	...
Transport	9 (21)	12	...	2	...	6	...	...	...	...	...	...	1
Textiles	2 (2)	...	...	1	...	...	...	...	...	...	...	1	1
Sericulture	4 (9)	8	...	1	...	...	1	...	...	...	...	...	...
D.C., Bangalore	12 (19)	6	1	...	...	...	...	...	2	8	...	...	...
,, Tumkur	18 (25)	12	...	7	4	...	3	1	4	...	...	...	4
,, Mysore	12 (15)	2	...	...	...	...	1	...	10	...	...	...	2
,, Hassan	18 (23)	1	...	1	4	1	...	...	7	1	...	...	8
,, Kolar	18 (18)	2	...	...	...	...	...	...	8	...	...	...	8
,, Kadur	42 (48)	5	...	2	...	..	...	...	19	4	2	...	16
,, Mandya	9 (20)	8	...	6	1	...	...	...	4	...	...	...	1
,, Chitaldrug	13 (16)	...	1	3	3	1	1	...	3	1	...	...	3
,, Shimoga	20 (30)	13	...	6	...	...	3	...	3	...	...	3	2
Genl. Manager, Mysore State Railway ...	34 (38)	1	1	4	29	1	...	...	...	...	2	...	...
Education Department	29 (36)	...	...	...	1	2	3	4	17	...	...	...	9
Controller of Civil Supplies ...	24 (24)	...	...	3	1	1	...	4	...	...	8	...	7
Total ...	368(491)	90	4	67	67	16	21	17	98	23	12	5	71

(*N.B.*—Figures inside brackets in Column 2 and all the figures in all the other columns give the number of persons involved.)

APPENDIX VII-A.

(*Vide* Para 78).

List of Officers and Departments from whom nil statements have been received *re* cases of corruption dealt with during the last three years.

1. Director, Engineering and Chemical Industries
2. Commissioner, Economic Development and Planning
3. Advocate-General
4. Muzrai Commissioner
5. Superintendent, Government Printing
6. Director of Geology
7. Meteorological Department
8. Income-tax
9. Superintendent, Veterinary Services and Animal Husbandry
10. Chief Medical Officer, Women's Hospitals
11. Chief Engineer, Irrigation
12. Controller of Civil Supplies
13. Director, Akashvani
14. Secretary, Mysore Government Life Insurance Department
15. Chief Marketing Officer
16. Chief Commandant
17. Inspector-General of Prisons
18. Mysore Legislature
19. Chief Electrical Engineer
20. Joint-Stock Companies and Insurance
21. Occupational Institute
22. Chief Inspector of Mines and Explosives
23. University of Mysore
24. Public Health
25. Director, Sandal Oil Factory
26. Director, Industries and Commerce
27. Principal, S. K. S. J. Technological Institute
28. Labour Commissioner
29. Gardens
30. Stamps
31. Secretariat
32. Co-operative Societies
33. Audit and Accounts
34. High Court
35. Chief Rationing Authority
36. Chief Engineer, Roads and Buildings
37. Mysore Iron and Steel Works
38. Chief Conservator of Forests.

APPENDIX VIII.

(*Vide* Para 86).

Table of surprise inspections conducted during the last three years.

Serial number and Heads of Departments or Deputy Commissioners of Districts	1942-43	1943-44	1944-45	1945-46	Remarks
1. Commissioner of Income-tax.	...	...	...	...	.....
2. Registrar of Co-operative Societies.	2	8	...	...	No serious irregularities noticed.
3. Director of Textiles...	...	...	6	...	Department formed in July 1944.
4. Chief Medical Officer, Women's Hospitals.	...	...	...	...	.....
5. Inspector-General of Registration and Commissioner of Stamps.	9	14	5	..	No irregularities found in the course of the inspections.
6. Chief Commandant...	...	...	...	...	Such inspections as have been conducted locally and in Mysore can be treated, it is said, as surprise inspections, as previous notice is not given.
7. Chief Inspector of Mines and Explosives.	...	...	...	...	No need for surprise inspections as there are no subordinate offices and the Head of Department supervises the work of the department directly.
8. Chief Electrical Engineer.	...	...	...	...	.....
9. Excise Commissioner	...	148	83	126	(Up to end of November 1945).
10. Revenue Commissioner.	...	...	...	...	The Revenue Commissioner says he did not conduct any surprise inspections.
11. Senior Surgeon and Inspector-General of Prisions.	...	...	...	...	A number of surprise visits paid but no record maintained and no irregularities found.
12. Deputy Commissioner, Bangalore.	...	...	..	...	None since the present officer took charge. Sub-Division Officer, Dodballapur, made several; no irregularties (information incomplete).
13. Special Officer, Silk Filature Expansion Scheme.	...	21	19	28	(Up to end of September 1945.)
14. Judicial Department	...	...	...	...	No occasion to make surprise inspections.
15. Director of Food Supplies.	...	...	...	...	Inspections and enquiries were conducted in pursuance of petitions and complaints and necessary action taken.
16. Controller of Civil Supplies.	...	...	...	...	A large number of inspections were made.
17. President, Mysore City Municipality.	...	...	...	...	Surprise inspections conducted whenever found necessary and instructions issued to subordinates.
18. Public Service Commissioner.	...	...	...	...	No subordinate offices to inspect.

APPENDIX VIII—*concld.*

Serial number and Heads of Departments or Deputy Commissioners of Districts	1942-43	1943-44	1944-45	1945-46	Remarks
19. Deputy Commissioner, Kadur.	...	...	...	...	Surprise inspection of 3 Sub-Registrars' offices, 48 Food Depots, and 7 Taluk Offices conducted. Dates not mentioned.
20. Deputy Commissioner, Kolar.	1	1	...	...	A large number of surprise inspections conducted, but no record kept of all. No serious irregularties found.
21. Director of Public Health.	...	...	...	...	At least two visits to each Health Unit conducted. Subordinate officers also conducted surprise inspections. No cases of corruption.
22. Chief Engineer, Roads and Buildings.	...	...	...	...	Office formed in July 1944. Regular inspection of six offices conducted up to date, no serious irregularities.
23. Director of Industries and Commerce.	...	...	...	...	Departmental officers pay surprise visits as occasion demands. No record of such visits.
24. Municipal Commissioner.	...	...	...	...	Octroi Superintendent conducting surprise inspections of ookads at the rate of 3 or 4 per day. No instances of malpractices noticed.
25. General Manager, Mysore State Railway.	...	...	3	3	Two cases of irregularities detected (such as connivance of ticketless travel).
26. Inspector-General of Police.	...	...	...	...	1942-43 ... ... 35 1943-44 ... ... 157 1944-45 ... ... 99 1945-46 ... ... 48 These are routine inspections but it is said that they come under surprise inspections as very little notice is usually given of them.
27. Comptroller to Government.	...	...	3	4	(Auditor and Accounting Officer, Food Supplies Department).
28. Superintendent of Land Records, Survey and Settlement.	...	...	1	3	.....
29. Director of Agriculture.	5	10	5	...	.....

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APPENDIX IX.

(*Vide* Para 102).

Dearness Allowance to Government Servants.

Mysore			Government of India			
Class of Employees	Bangalore City Rate	Other places Rate	Class of Employees	Area A Rate	Area B Rate	Area C Rate
	Rs.	Rs.		Rs.	Rs.	Rs.
Those drawing a pay of Rs. 25 and below per mensem.	10	8	Employees getting below Rs. 40 per mensem.	20	16	14
Those drawing a pay exceeding Rs. 25 but not exceeding Rs. 80 per mensem.	12	10	Employees getting between Rs. 40 and Rs. 250.	22 (or 17½ per cent of pay whichever is higher).	18	16
Those drawing a pay exceeding Rs. 80 but not exceeding Rs. 100 per mensem.	15	12				
Those drawing a pay of exceeding Rs. 100 but below Rs. 150 per mensem.	20	15	*N. B.*—Area 'A'—Bombay, Calcutta and their suburbs. Area 'B'-Agra, Ahamedabad, Allahabad. Amritsar, Bangalore, Madras, Poona, Ootacamund, Delhi, Simla, etc. Area 'C'—Other than those included in Areas 'A' and 'B'.			
Those drawing a pay exceeding Rs. 150 but below Rs. 250 per mensem.	25	20				

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APPENDIX X.

(*Vide* Para 103).

Table giving various kinds of available cost of living index numbers for the several quarters from January 1939 to October 1945 for Bangalore City, K.G.F., and certain places outside the State.

Month	Wholesale price index Bangalore City	Working class cost of living index number				Cost of living index number of low paid employees			
		Bangalore City	K.G.F.	Madras City	Bombay City	Vizagapatam	Trichy	Bellary	Calicut
	Basic period Jan. 1914	Basic period 1935-36			Basic period 1938-34	Basic period 1935-36			
1	2	3	4	5	6	7	8	9	10
January 1939 ...	104	...	...	...	...	...	...	...	...
April 1939 ...	104	...	...	...	...	...	...	...	...
July 1939 ...	109	...	...	...	...	...	...	...	...
October 1939 ...	115	...	...	...	...	...	...	...	...
January 1940 ...	118	...	...	..	...	...	..	...	...
April 1940 ...	116	...	...	...	...	...	...	...	...
July 1940 ...	116	...	...	...	...	...	...	...	...
October 1940 ...	117	...	...	...	...	...	...	...	...
January 1941 ...	111	...	...	..	...	...	...	...	...
April 1941 ...	118	...	...	...	...	...	...	...	...
July 1941 ...	131	...	...	...	...	...	...	...	...
October 1941 ...	134	...	...	...	...	...	...	...	...
January 1942 ...	137	...	...	...	...	...	...	...	...
April 1942 ..	144	6·1	...	...	...	...	...	...	...
July 1942 ...	183	144·0	...	...	...	...	...	...	...
October 1942 ...	213	148·3	...	...	...	...	...	...	...
January 1943 ...	222	161·9	...	...	...	...	...	...	...
April 1943 ...	282	174·6	177·5	...	...	...	...	...	...
July 1943 ...	306	173·0	188·4	...	...	...	...	...	...
October 1943 ...	300	181·5	194·9	...	...	...	...	...	...
January 1944 ...	305	187·7	192·8	...	...	...	...	...	...
April 1944	309	189·5	202·2	...	...	..	...	...	...
July 1944 ...	323	188·8	204·9	...	...	...	...	...	...
October 1944 ...	309	186·3	202·2	...	...	...	...	...	...
January 1945 ...	298	195·3	210·3	212·7	229·0	215·0	220·4	215·1	240·1
April 1945 ...	309	196·1	210·9	220·3	226·0	227·0	227·0	214·0	266·0
July 1945 ...	318	199·2	217·6	222·1	240·0	224·0	228·0	217·0	262·0
October 1945 ...	317	195·0	220·1	225·1	242·0	226·0	250·0	230·0	257·0

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